STATE OF TENNESSEE

BOARD OF PROBATION AND PAROLE



BOARD MEMBERS

W. Townsend Anderson
BILL DALTON
DON DILLS
LARRY HASSELL
RAY MAPLES
SHEILA SWEARINGEN
CHARLES TRAUGHBER, CHAIRMAN



STATE OF TENNESSEE BOARD OF PROBATION AND PAROLE

404 JAMES ROBERTSON PARKWAY SUITE 1300 NASHVILLE, TENNESSEE 37243-0850 (615)741-1673

September 27, 2002

The Honorable Don Sundquist, Governor And General Assembly, State of Tennessee State Capitol Nashville, Tennessee 37243

Governor Sundquist and Members of the General Assembly:

Pursuant to Tennessee Code Annotated 4-4-114, the Tennessee Board of Probation and Parole hereby transmits its Annual Report to you for Fiscal Year 2001-2002.

Our mission is to minimize public risk and promote lawful behavior by the prudent, orderly release and community supervision of adult offenders, at the least possible cost to the taxpayers.

Board Members must determine whether a felony offender may be paroled and supervised in the community as opposed to being incarcerated within the Department of Correction or a county correction facility for the full term of his/her sentence. Our Field Services Division monitors and supervises offenders who have been granted parole and felony offenders who have been placed on probation by Criminal Courts throughout the State. Our agency also provides oversight for the statewide Community Corrections Grant Programs.

Additionally, the Board has been designated by the Governor to review all clemency requests within specific criteria established by the Executive office. The Board, in hearing clemency cases, submits non-binding recommendations for consideration by the Governor.

As of June 30, 2002, there were 7,837 parolees and 35,000 probationers under the supervision of the Board within the community. Community supervision has an average cost of \$2.67 per day for each offender as opposed to the average cost of incarceration at \$47.57 per day for each offender. Our agency had 938 positions in FY 2001-2002 with a budget of \$55,553,499 (includes Community Corrections Grant Programs).

FY 2001-2002 was highlighted by our continued effort to create Community Safety Collaborative in communities throughout the State and the completion of our statewide computer automation and networking project. We will continue seeking ways to make our Agency more efficient and cost effective in the coming fiscal year.

The Board expresses its sincere thanks to the members of the Executive and Legislative Branches for their continued support and oversight. And a very special thanks to the Probation and Parole Board staff, their hard work and commitment enable us to carry out our mission.

Respectfully Submitted,

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Charles M. Traughber

Chairman

TABLE OF CONTENTS

	Page Number
Historical Overview	1
Organization	2-3
Board Members	4
2001-2002 Statistical Reports	5-13
Field Services	14-21
Parole Hearings	22-25
Board Operations	26-29
Administrative Services	30-33
Technical Services	34-35
Information Systems	36-37
Training	38-39

STATE OF TENNESSEE

BOARD OF PROBATION AND PAROLE



MISSION STATEMENT

OUR MISSION IS TO MINIMIZE PUBLIC RISK AND PROMOTE LAWFUL BEHAVIOR BY THE PRUDENT, ORDERLY RELEASE AND COMMUNITY SUPERVISION OF ADULT OFFENDERS, AT THE LEAST COST TO TAXPAYERS.

VISION STATEMENT

The Board of Probation and Parole will be committed to a partnership with the citizens of Tennessee in promoting public safety and will be recognized as a leader in the area of probation and parole by:

- 1. Providing a continuum of services for offenders from pre-sentence investigation through the expiration of sentences.
- 2. Participating in cooperative efforts such as community policing, multi-purpose service centers, coordinated victim services and interagency efforts.
- 3. Providing employees with access to and training in the use of advanced technologies.
- 4. Fostering a highly professional staff that is proficient in offender management and support services.
- 5. Promoting effectiveness and efficiency through the use of outcome measures and innovative approaches to service delivery.

HISTORICAL OVERVIEW

- **1929** Act passed authorizing a parole system and indeterminate sentencing for adult offenders.
- **1929** Act created the Advisory Board of Pardons.
- **1931** Advisory Board of Pardons created a system for parole eligibility.
- 1937 Act created Board of Pardons and Paroles; appointments made by the Governor and the Board chaired by Commissioner of the Department of Institutions and Public Welfare.
- **1955** The Department of Institutions and Public Welfare changed to the Department of Corrections.
- **1957** Act established the Division of Juvenile Probation.
- **1961** Act established the Division of Adult Probation and Parole.
- 1963 Major changes in Board of Pardons and Paroles five (5) member part-time Board; first black appointed.
- **1970** Act passed changing Chair of the Board of Pardons and Paroles from Commissioner of the Department of Corrections to being elected by Board Members.
- 1972 Act passed changing the Board of Pardons and Paroles to three members who were full-time professionals with the Chair appointed by the Governor.
- **1978** Board of Pardons and Paroles expanded to five (5) full-time members.
- 1979 "Pardons and Paroles Reform Act of 1979"; removed the Board of Paroles from the Department of Corrections, creating a separate and autonomous full-time Board. Parole officers and support staff were placed directly under the supervision of the Board, through the Executive Director and the Director of Paroles.
- 1985 Emergency Powers Act passed to alleviate overcrowding. Board directed by Governor to reduce release eligibility dates of inmates sufficient to enable Board to release enough inmates to reduce population to 90% capacity.
- **1989** Act passed expanding Board from five (5) to seven (7) members. Created limited internal appellate review upon denial, revocation or rescission of parole.
- **1989** Criminal Sentencing Reform Act passed. Altered the sentencing and parole eligibility for all crimes.
- **1992** TOMIS project implemented.
- 1996-
- 1997 Legislative changes which increased the number of votes necessary to finalize parole grant decisions involving the most serious criminal offenses. Interstate Compact also strengthened by applying stricter standards on acceptance and supervision of out-of-state offenders supervised by Tennessee.
- **1999** Legislation created "The Board of Probation and Parole", merging Parole and Probation Field Services and placing Community Correction Programs under the agency's oversight.
- **2002** New Interstate Compact on Probation and Parole was enacted by the General Assembly, which allows for supervision of adult offenders by participating states.

ORGANIZATION

The Board of Probation and Parole is a full time independent State Commission composed of seven (7) Board Members appointed by the Governor. The Board is charged with the responsibility for deciding which felony offenders will be granted parole and released from incarceration to community based supervision. Along with the supervision of those granted parole, the Board is also responsible for supervising felony offenders who are placed on probation by Criminal Courts (TCA 40-28-103).

The administrative duties and responsibilities of the Board are to establish criteria for granting and revoking parole; to develop and adopt the planning document, annual budget, staffing plan, and policy and procedure; to visit correctional institutions and maintain contact with criminal justice agencies and agency field staff; to participate in regional, federal and local criminal justice planning efforts (TCA 40-28-104).

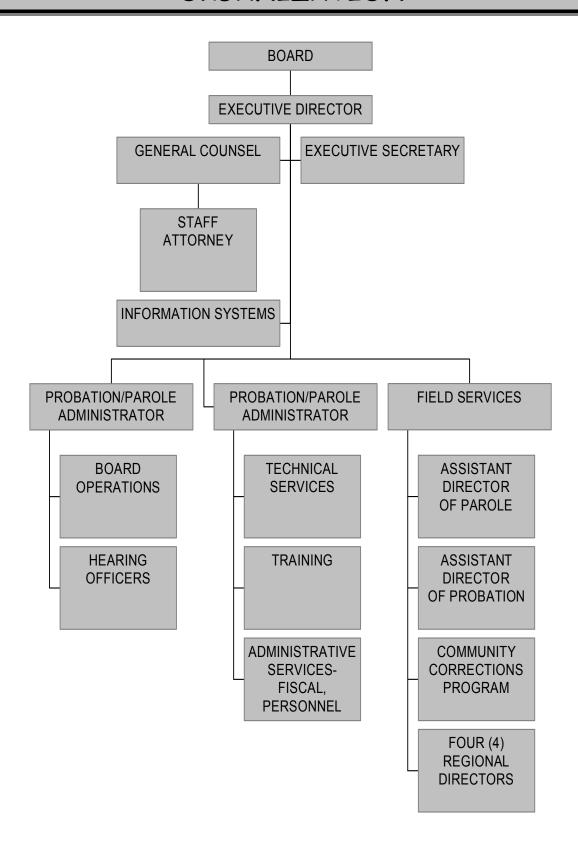
The Executive Director has the responsibility to direct the day-to-day operations of the agency and assist the Board in the development and implementation of policies, procedures, planning, budgets and reports. The Executive Director also has responsibility for recruitment and supervision of staff and for developing and maintaining communication and cooperation between the Department of Correction and the Board. (TCA 40-28-104).

To manage the agency and its functional responsibilities, the agency is divided into nine (9) operating divisions:

- 1. Board Members and their support staff
- 2. Hearing Officers
- 3. Board Operations
- 4. Field Services
- Administrative Services
- Technical Services
- 7. Information Systems
- 8. Training
- 9. Legal Services

The Management Advisory Committee, which is composed of the Executive Director, two Assistants to the Executive Director, General Counsel, Director of Field Services and Director of Information Systems, provides the Senior Management structure for the agency. Each Assistant to the Executive Director is given responsibility for several divisions; one oversees Administrative Services, Training and Technical Services while the other oversees Board Operations and the Hearing Officers.

ORGANIZATION



BOARD MEMBERS

CHARLES TRAUGHBER, CHAIRMAN

Charles Traughber started his criminal justice career as an institutional counselor in the Department of Correction in 1969. In 1972 he was appointed Chairman of the Board of Probation and Parole and served until June 1976. He served as a member of the Board from 1976 until July 1977, when he was re-appointed Chairman and served in that capacity through June 1979. He again served as a member until December 1985. From that date until December 1987 he served as a consultant with a private correctional company. He was re-appointed Chairman of the Board of Probation and Parole in January 1988 and has served as Chairman since that date. He was re-appointed to six-year terms on the Board in 1994 and again in 2000. Mr. Traughber is a graduate of Tennessee State University. He is a member of the Tennessee Correctional Association, the American Correctional Association, and served as vice-president of the Southern Region of the Association of Paroling Authorities, International. He has served on the Tennessee Sentencing Commission and the Juvenile Justice Commission, Southern Regional Vice-President for the Association Paroling Authorities International (APAI), and on various committees addressing prison capacity issues. He now serves as the Chair of the Council of Chairs of Parole Boards for the Association of Paroling Authorities International.

WILLIAM TOWNSEND ANDERSON

Townie Anderson was appointed to the Board of Probation and Parole, January 1, 1998. He attended Maryville College and the Institute for Financial Management at Harvard University. He served in the United States Air Force. Mr. Anderson has served the State of Tennessee as Tennessee State Representative, Assistant Commissioner for the Tennessee Department of Transportation, and Deputy Commissioner of the State of Tennessee Department of Financial Institutions. Mr. Anderson was in the banking industry for twenty (20) years and in the crushed stone industry for twelve (12) years. He is a former Rotarian in Lexington, Kentucky and Maryville, Tennessee. Mr. Anderson has served as Director and Treasurer of Blount County United Way, Director and President of the Blount County Boys Club, Director of More Blount Jobs, Inc., Director of Historical Sam Houston Schoolhouse Association, and Director of YMCA Camp Montvale.

BILL DALTON

Bill Dalton was appointed as a member of the Board of Probation and Parole, effective April 1, 2000. He came to the Board from the Tennessee Department of Correction, where he served as Assistant Commissioner of Administrative Services from February 1994 until his appointment to the Board. As Assistant Commissioner, his responsibilities included overseeing the divisions of Information Systems, Sentence Management, Centralized Maintenance, Engineering, Fiscal, Personnel, and Budget. Mr. Dalton attended Young Harris College and Middle Tennessee State University.

DON DILLS

Don Dills was appointed to the Board of Probation and Parole, April 1, 1996. He is a former state representative, a businessman and a farmer. He has served as Commissioner of Environment and Conservation, and Dyer County Executive. He is also an officer in the Tennessee National Guard.

LARRY HASSELL

Larry Hassell was appointed to the Board of Probation and Parole, May 1, 1996. Previous to his appointment to the Board he was in automobile sales and is former owner of Memphis Motors, a retail and wholesale auto dealership in Memphis. He served in the United States Coast Guard and the Tennessee National Guard. Mr. Hassell is a graduate of Yorkville High School and attended Bethel College and the Memphis Police Academy.

RAY MAPLES

Ray Maples was appointed to the Board of Probation and Parole, December 17, 1996. He is retired from the Memphis Police Department, where he served for 27 years. He served as President of the Memphis Police Association from 1980 until his retirement in 1994. He is a founding member of the Law Enforcement Alliance of America and served on the Board of Directors for Neighborhood Watch, Inc. he was selected in 1992 to serve as chairman of the Law Enforcement Committee. He also served in the United States Army National Guard.

SHEILA HOLT SWEARINGEN

Sheila Holt Swearingen was appointed to the Board of Probation and Parole, effective January 1, 1998. She has served the State of Tennessee since 1976 as a probation officer and probation manager with the Department of Corrections and Youth Development. She came to the Board of Paroles from the Department of Children's' Services. Mrs. Swearingen received a Bachelor of Science degree in Social Science at Union University.

2001 - 2002

STATISTICAL

REPORTS

	S	TATISTICAL REPORT HIGHLIGHTS *	
		PAROLE HEARINGS	
15,351	PAROLE	HEARINGS HELD FY 2001 - 2002	
12,420	Grant Hearings		
	6,571	Initial Parole	
	5,808	Parole Review	
	26.5%	Granted Parole	
	3,283	Grants of Parole	
	2,809	Parole	
2,133	Revocat	ion Hearings	
	93.5%	Revoked and Reincarcerated	
	1,996*	Individuals Revoked and Reincarcerated (*some individuals had more than one hearing during fiscal year)	
390	Resciss	sion Hearings (Pre-and Post-Parole)	
	377	Pre-Parole Rescission	
	13	Post-Parole Rescission	
	370	Individuals Rescinded	
		OFFENDER POPULATION	
7,837	Parolees (June 30, 2001)		
35,000	Probationers (June 30, 2001)		
5,580	Community Corrections (June 30, 2001)		
48,417	TOTAL		
		PROGRESSIVE INTERVENTION	
1,268	Parolees	referred to Progressive Intervention	
463	Probationers referred to Progressive Intervention		
1,731	Total Referred		
1,290	Interventions Successful (Resulting in no revocation)		
\$20,790,853	,853 Annual Cost Avoidance (For not revoking and re-incarcerating)		
		RECIDIVISM	
25.4%	Parole R	ecidivism Rate	
	REPORTS AND RELEASE PLANS		
	13,882	Investigative Reports Completed	
	4,822	Release Plan Investigations	
		FEE COLLECTION	
\$3,481,984		ion/Diversion	
\$2,682,605		Injuries Fund	
\$6,164,589	Total Fe	es Collected	

^{*} Data from: juno2monthlynb.xls—finalized cases and HRNGS, POP, CERT, WARR and BOPP Technical Services, June 30, 2002, Fiscal Services and Field Services.

The statistical summary highlights the annual activity of the Board of Probation and Parole. In addition to making parole decisions, the Board supervises adult felons released into the community on probation or parole. The release information below offers characteristics of the offenders we supervise:

Probationers/Parolees Profile:

The majority of Probationers/Parolees were male: **the overall percentage**, 79.6%. Of the probationers 77.6% were men as were 88.3% of the parolees. In terms of race, just under half of the total population were African–American: 41.7%. Respectively, 38.9% of the probationers; and slightly over half of the parolees were African-American, 54.4%.

The mean age of the overall Probation/Parole population: 34.6 years. For probationers the mean age was 33.9 years and for parolees, 37.6 years.

Census:

Probation. The statewide year-end census for probation for FY01–02 was 35,000, continuing a trend that has been on the move up for the past two fiscal years. The census was 33,459 for FY00-01 and 31,791 for FY99–00. This represents ten per cent growth over the period.

Parole. The year-end parole population census statewide showed a decline to 7837 offenders for FY01–02. This was part of a stable trend in the number of parolees over the last two fiscal years. Although FY00–01 saw a gain in the population to 8072, in FY99–00 had a low count of 7664 in the parole population. The parole population grew by two per cent over the three years.

Primary Offense:

Probation. There have been steady increases in each of the offense groups comprising the offender population. Looking at the following primary offense counts for probationers in FY01-02, violent offenses, 3221, drug offenses, 5811, robbery offenses 670 and sex offenses 860. The above data shows a slight increase over FY00–01: violent offenses, 2869, drug offenses, 5441, robbery offenses, 621 and sex offenses, 774. And that year represented an increase over FY99-00 data: violent offenses, 1632, drug offenses, 3659, robbery offenses, 535 and sex offenses, 451.

Parole. The same primary offense data for the parole population showed an increase in the area of violent offenses: 1282 for FY01–02 over both FY00–01, 1225 and FY99–00, 856. Whereas the FY01–02 drug offenses, 2125 had a decrease from the preceding year. In FY 00–01, there were 2212 offenses but this still a marked increase over FY99–00, 1242. For robbery offenses, there were 1506 for FY01–02. That was a slight increase over FY00–01, 1506 and FY99–00, 974. And sex offenses, 58 in FY01–02 stayed unchanged from FY00–01, but was slightly lower than in FY 1999–2000, 60.

Race:

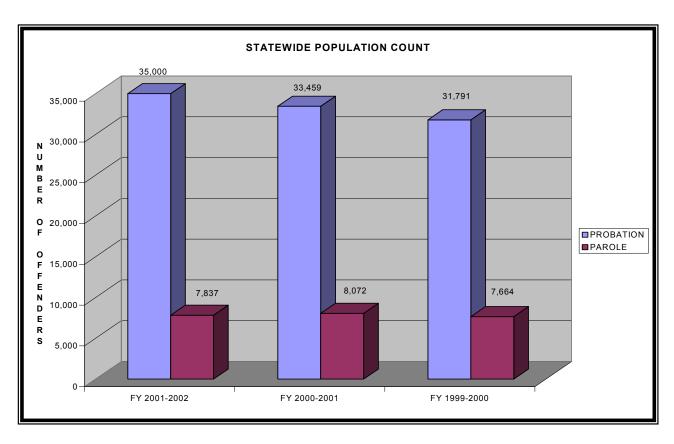
Population. The racial composition Tennessee's probation population did not show a substantial change between the fiscal years. There still remains a gap between white, African-American and other/unknown probationers with FY01–02 reporting 13,603 black, 20,642 white and 755 for other/unknown. This trend is also reflected in FY00-01, 13,193 black, 19,581 white and 685 – other/unknown. This was changed relatively little from FY99–00. This was the same overall pattern with 12,419 black, 18,805 white and 567 other/unknown.

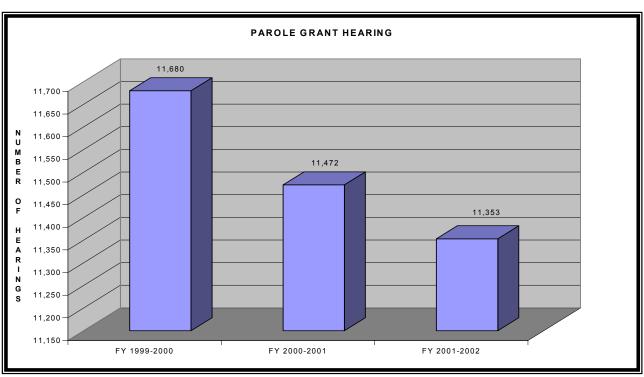
Tennessee's parole population by race fluctuated during the last three FY. A gap remains between black, white and other/unknown parolees with 4263 black parolees reported in FY01–02. This is down from the previous year. There were 3464 white and 110 other/unknown individuals on parole during the same period. FY00–01 evidenced an upward swing over FY99–00 with 4502 black, 3488 white and 82 other/unknown. By comparison FY99–2000 had a census of 4215 black, 3378 white and 71 other/unknown.

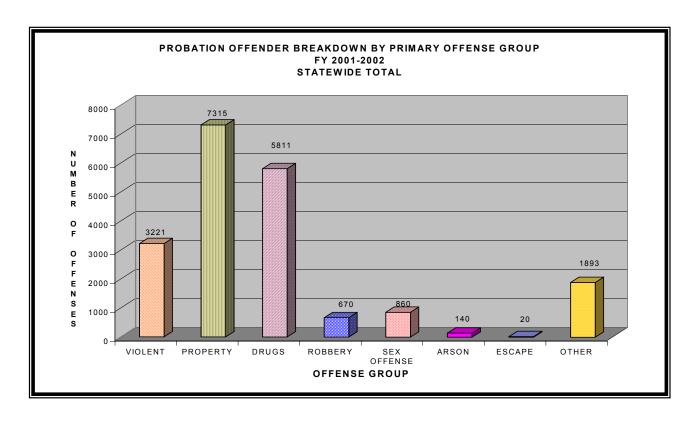
Gender:

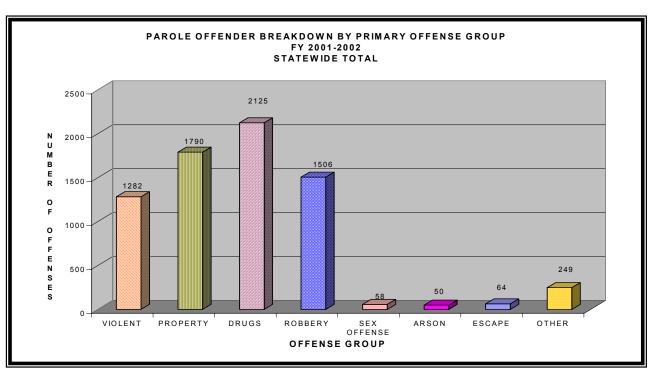
The count has increased in the probation population for both male and female over the last three fiscal years although the relative distribution has remained fairly constant. Each period shows an increase in the respective gender populations as follows: FY01–02, 7839 female, 27,161 male. In FY00–01 the numbers were 7362 female and 26,097 male. And, in FY99–00 the counts were 6872 female and 24,919 male.

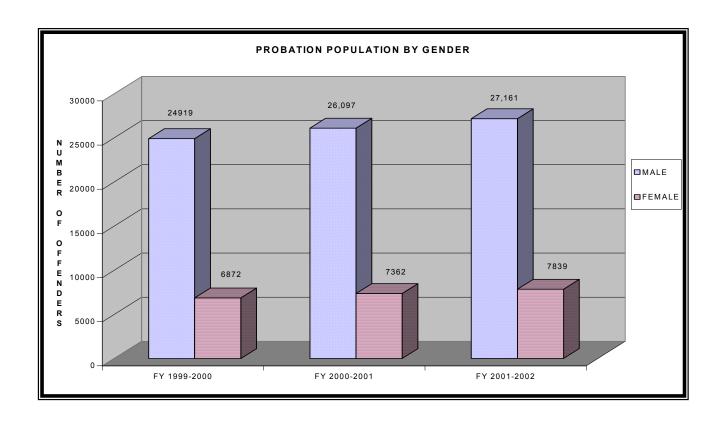
The population counts in parole have increased for both male and female over the last three fiscal years. Each period shows an increase in the respective gender populations as follows: FY01–02, 917 female and 6920 – male; FY00–01, 909 female and 7163 male; and, FY99–00, 843 female and 6821 male.

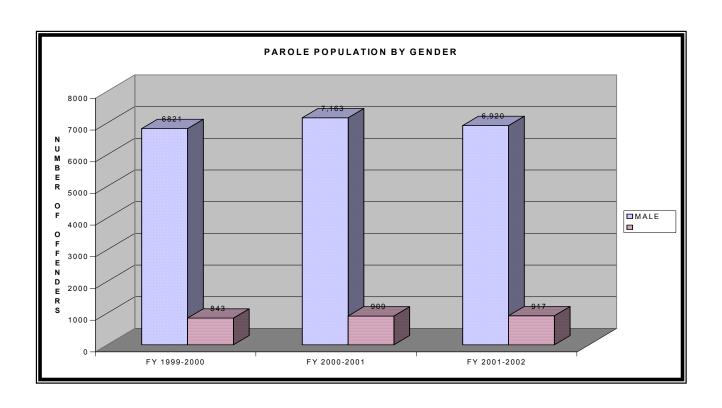


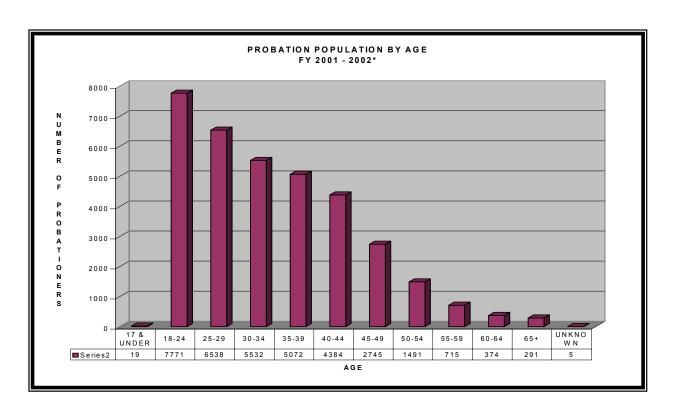


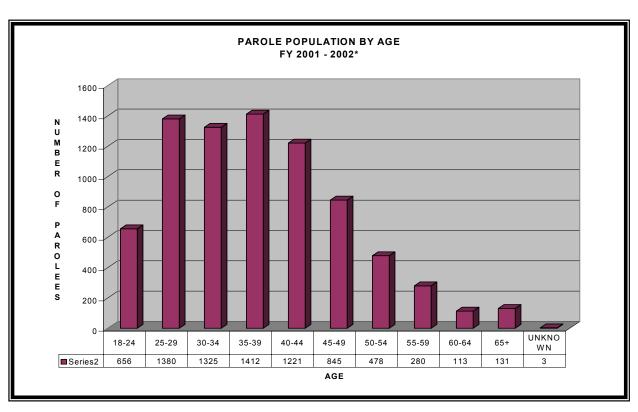


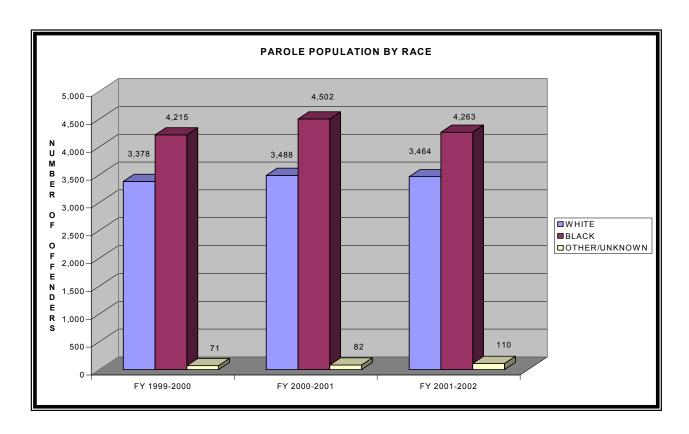


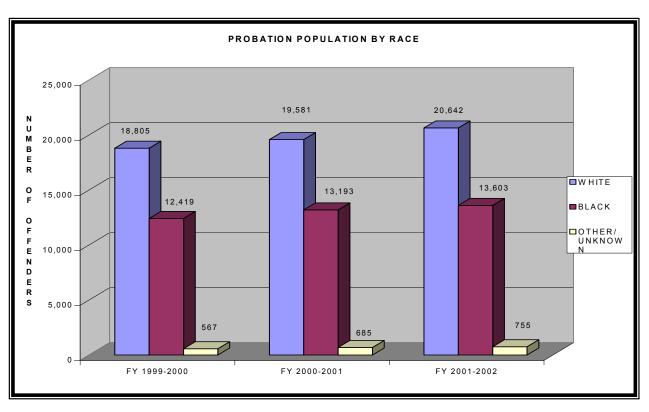












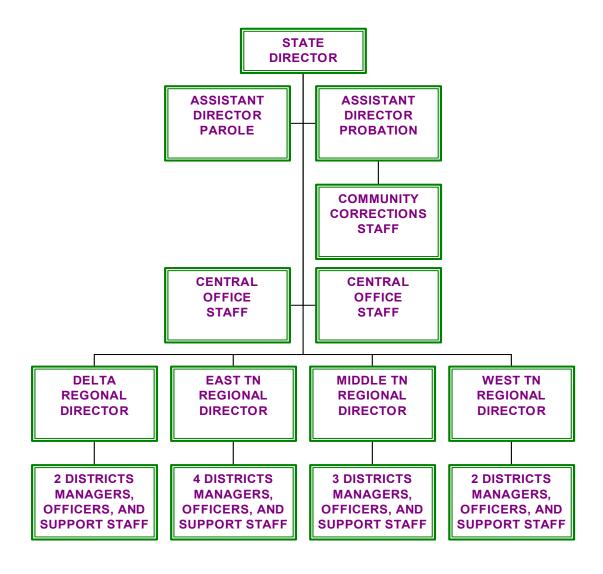


MISSION STATEMENT

The mission of the division of Probation and Parole Field Services is to supervise and facilitate the reintegration of probationers and parolees into the community. This mission is a component of the agency's overall mission to minimize public risk and promote the lawful behavior by prudent, orderly release and community supervision of adult felons at the least cost to taxpayers.

ORGANIZATION

The State Director of Probation and Parole supervises the Field Services Division of the agency. This division is structured with four (4) Regional Directors in four (4) regional offices, each serving a designated number of counties within their region. In addition to the regional offices, there are ten (10) district offices and thirty-one (31) field offices. The Regional Directors have responsibility for the overall supervision of staff within their respective regions with the District Directors having operational responsibility of their district within the region. The Probation and Parole Officer Supervisors have immediate supervision over the Probation and Parole Officers. Clerical and support staffs are also located within the established offices.



COMMUNITY COLLABORATION AND PARTNERSHIP

Community Safety Collaboratives are underway in all parts of the State. The community collaborative and partnership is an agreement intended to create a formal, day to day, working relationship between police law enforcement and the probation/parole officer. The overall goal of that relationship is to provide effective supervision of probationers/parolees through information sharing, case management, and enhanced supervision. One of the major objectives of the Community Collaborative is offender accountability.

The goals of the partnership are accomplished by:

- Establishing an offender identification card process. Offenders are photographed and an identification card is made. The offender is required to carry it at all times and present it to law enforcement during any contact.
- Sharing information about probationers/parolees via computerized exchange between partners to assist the reintegration of offenders into the community.
- Assisting in the development of progressive sanctions, including community service, for violations of probation/parole conditions and making use of alternative sanctions on an ongoing basis.
- Participating in the development and delivery of training for police and probation/parole staffs who participate in the joint supervision teams.
- Assigning of probation/parole officers geographically to coincide with local law enforcement.
 Used in conjunction with a ride along program, this enhances inter-agency cooperation at the line level
- Geo-mapping offenders to better manage the population and make threat assessments.

DUTIES OF PROBATION AND PAROLE OFFICERS

The duties of Probation and Parole Officers are to supervise/investigate, the conduct, behavior, and progress of probationers and parolees assigned to them for supervision. They also make a report to the Board and to the Courts on the progress of probationers and parolees, and perform such others duties and functions as the Board may direct.

Violation of any of the conditions of probation or parole can result in probation revocation proceedings before the court or parole revocation proceedings before the Board. Field Services may also use other intermediate sanctions to address the potential violation, where the offender does not pose a direct threat; or threat to the public. Probation and parole officers report violations of parole to the board and may make recommendations as to what action should be imposed. In addition, any violation of the conditions of probation is a potential cause for revocation or other sanctions ordered by the courts.

INSTITUTIONAL PAROLE OFFICERS

The Institutional Probation/Parole Officer acts as an on-site liaison between the Board, Department of Correction Adult Institutions, and jails for the purpose of ensuring that the necessary information needed for the Board is gathered. Institutional probation/parole officers provide information about parole policies and procedures to institutional staff and offenders, coordinate the approval of parole release plans, and participate in pre-release programs.

OFFENDER TREATMENT SERVICES

The Field Services Division is focusing on establishing collaboration and partnerships with service providers statewide. In developing these partnerships, data-sharing, geo-mapping, geographic assignments, identification card process, field interviews, ride-a-long programs and inter-agency agreements have been established in Knoxville, Chattanooga, Nashville, Jackson and Memphis. These partnerships have progressed to establishing supervision teams and a service provider network. Probation/Parole Officers are working together with local law enforcement and service providers to identify the offender as well as the needs and availability of services for that offender. This process has proven to enhance the protection of the community as well as public safety and improve service delivery for the offender.

INTERSTATE COMPACT AGREEMENT

The interstate compact agreement for the supervision of parolees and probationers was established to provide for the orderly transfer of supervision of parolees and probationers between different state jurisdictions. All fifty states, Puerto Rico and the Virgin Islands are members. The two primary goals of the compact are community protection and the rehabilitation of the client. Community protection involves regulation of travel, supervision of the offender, and returning of the offender to the sending state upon violation. The new Interstate Compact for the supervision of adult offenders was enacted in Tennessee by the Legislature in 2002.

COMMUNITY SERVICE OR WORK PROJECT PROGRAM

The Work Project Program, required by legislative action in 1984 and funded in 1985, is a special condition attached to the probation certificate requiring probationers to complete a specified number of work project hours in the community at no expense to the citizen. Community service work is done for non-profit and governmental agencies. Parolees can also be assigned to community service work.

Probation/Parole officers are assigned to coordinate the community service program throughout the state. Officers are responsible for making the appropriate community service assignment for the offenders and monitoring offenders to ensure that the offenders are reporting to the agencies as agreed. In FY 2001/2002, the community service program contributed 274,605 hours of service to government and nonprofit agencies.

DETERMINATE RELEASE PROGRAM

According to Tennessee Code Annotated TCA§ 40-35-501, felony sentences of two (2) years or less are placed on mandatory determinate probation, after serving 30 percent of their sentence, after a 10 day notification has been given to the District Attorney, Sheriff, and Warden and if no objection petition has been filed. During FY 2001/2002, the Board of Probation and Parole had an intake of 2,369 offenders onto determinate release probation.

BOOT CAMP/TECHNICAL VIOLATOR PROGRAM

According to Tennessee Code Annotated TCA§ 29-206, upon successful completion of the Special Alternative Incarceration Program located in Wayne County, an offender is release to the probation supervision for the remainder of his sentence. These sentences include property offenses up to six (6) years and drug offenses up to twelve (12) years. The program was designed to assist in providing more space in state institutions for more serious and violent offenders.

The Technical Violator Program is utilized for probation and parole offenders who have violated supervision rules other than new offenses. During FY 2001/2002, the Board of Probation and Parole had an intake of 182 offenders through these programs.

ENHANCED/INTENSIVE PROBATION

The Intensive Probation Program was established by policy in 1986 as an alternative to incarceration for nonviolent offenders. Offenders are placed in highly structured programs where they are seen more often than offenders who are on regular probation. Supervision includes the following: random drug screens, electronic monitoring, curfew checks, home visits, and monitoring any court ordered special conditions. Home visits occur at night and on weekends. Once the offender successfully completes the program, he/she is moved to regular probation programming for any remaining period of supervision. Probation offenders may also be moved into the program by judicial order from regular probation as an alternative to incarceration for a probation violation. During FY 2001/2002, the Board of Probation and Parole provided supervision for 975 intensive offenders.

INVESTIGATIVE REPORTS

Tennessee Code Annotated TCA§ 40-35-205 Probation/Parole Officers prepare and submit a variety of investigative reports. Pre-sentence reports are submitted to the criminal courts to assist them in determining sentence and range of punishment for offenders and to determine eligibility of offenders for probation or diversion. Classification reports are prepared and submitted to the Department of Correction to assist in determining appropriate placement of offender within state institutions. Probation/parole officers also prepare release plan investigations to provide relevant information to the Parole Board when considering offenders for parole. During FY 2001/2002, officers completed 13,882 investigative reports and investigated 4,822 release plans.

THE VOLUNTEER PROGRAM

Volunteers are a significant and vital part of the probation and parole system. Each regional director appoints a staff member as a volunteer coordinator to manage and recruit volunteers and monitor the implementation of the program. The volunteer coordinator is responsible for planning, recruiting, interviewing, orienting, training, and placing volunteers in specific jobs. The coordinator serves as a liaison between the community and the facility, the staff and the volunteers, and the volunteers and the offenders.

Volunteers may perform services in any area of probation and parole where needs are identified. Some roles that volunteers perform are caseload assistant, advisory board members, clerical, etc. Volunteers gain satisfaction for their efforts through people helping people.

OFFENDER EMPLOYMENT PROGRAM

The offender work program focuses on getting unemployed probationers and parolees employment. It is vital that offenders become employed within a reasonable period of time after they are placed in the community if they are to successfully complete their probation and/or parole supervision.

GROUP REPORTING

Group reporting can be a valuable tool for probation/parole officers in case management. Use of group reporting maintains supervision through face-to-face contacts with low risk offenders while efficiently managing the officer's time. This allows the officer to expend more time and attention to higher risk offenders, which enhances public safety, without reducing the level of supervision for other offenders. Group reporting enhances the possibility for the probation/parole officer to continue to achieve the optimum level of supervision despite increased caseloads.

OFFENDER FEE COLLECTIONS

The Field Services Division collects fees from eligible probation/parole offenders according to TCA 40-28-201. The fees are set at a maximum of \$45 per month based upon income level and hardship factors according to the statute. The fees are separated into three funds: Supervision, Diversion, and Criminal Injuries Compensation. The supervision and diversion funds are utilized to offset the cost of offender supervision and may be used for funding of personnel, training of agency staff, purchasing agency equipment, and providing treatment for offenders. The Criminal Injuries Compensation Fund is operated under the auspices of the State Attorney General's Office. These moneys are utilized to provide financial relief to crime victims or their next of kin for expenses incurred as a result of violent crime. During FY 2001/2002 the agency collected \$6,164,589.00 in total fees, \$3,481,984.00 in supervision/diversion funds and \$2,682,605.00 in funds to the Criminal Injuries Fund.

COMMUNITY CORRECTIONS PROGRAM

In 1985, a special legislative session for correctional issues created the Community Corrections Grant Programs to reduce prison overcrowding. The Community Corrections Grant Programs diverts felony offenders from the prison system and provides necessary supervision and services to the offenders. The goal of Community Corrections Grant Programs is to reduce the probability of criminal behavior while maintaining the safety of the community.

The Community Corrections Grant Programs offer local courts increased options, assists victims, provide public service to local governments, in a cost-effective manner. Through the Grant Programs, Tennessee taxpayers avoid paying the high cost of jail or prison for non-violent offenders. The average costs for FY 01/02 was \$4.28 per day for Community Corrections while the average higher costs for jails are over \$45.62 per day and over \$47.63 per day for prison. The felony offenders also pay supervision and community correction fees to defray the cost of the program.

Statewide, FY 01/02 there were 5,580 offenders serviced, over 58% of the offenders successfully complete their community correction sentence. The recidivism rate averages less than 6% for the 12 months period following successful termination from the Community Corrections Grant Programs. This is proof that the Community Corrections Program is working and leaving space in the prisons and jails for violent and repeat offenders.

There are 20 programs operating in Tennessee, 6 Non-Profit Agencies, 6 Human Resource Agencies, and 8 County Programs. Within the 20 programs, there are 3 Residential Programs (2 males and 1 female) and 4 Day Reporting Centers. State Legislation passed in 1998 moves the administration of the Community Corrections Grant Programs to the newly created Board of Probation and Parole. On July 1,1999, this change was officially enacted.

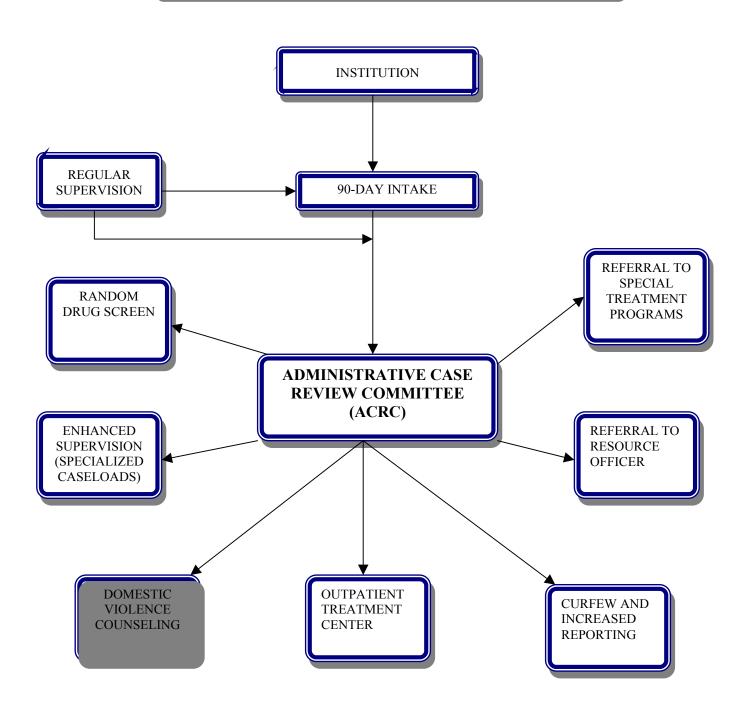
The Community Corrections Grant Programs are varied statewide and designed to serve the needs of the local communities and the judicial districts. There are Local Advisory Boards that approve policies and procedures that these programs must meet the minimum state standards and rules. The boards are made up of law enforcement staff, criminal court judges, public defenders, district attorneys, sheriffs, and other interested citizens.

PROGRESSIVE INTERVENTION

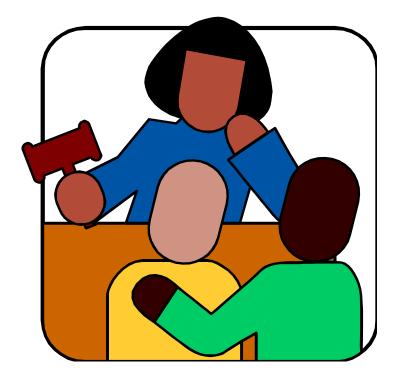
The progressive intervention process is dedicated to improving public safety by providing community alternatives to minor violations of parole and probation. The administrative case review committee reviews each offender situation individually in order to determine an appropriate course of action as well as any sanctions that should be imposed. Sanctions include, but are not limited to, increased supervision contacts, selected program participation (drug and alcohol treatment, anger management classes, employment assistance, etc), electronic monitoring, or community service. This process provides an alternative to incarceration for minor offender violations. In doing so, we avoid the cost of incarceration of each offender who participates and responds to the program and its sanctions. During FY 2001/2001, the Board successfully diverted 1290 offenders through this program (74.5% of those referred). This represents an incarceration cost avoidance of over \$20,000,000 and has increased by more than 100% from the previous fiscal year.

EV 2001/02 DDOCDESSIVE INTEDVENTION COST AVOIDANCE ANAI VSIS			
Offenders referred to the program		1731	
Offenders successfully completed the program		1290	
Offenders revoked		367	
COST AVOIDANCE RESULTING	FROM THE DROCRESSIV	E INTERVENTIC	M DB∪CBVW
ASSUMPTIONS:			
60% of offenders come from TDOC		= 1200 Y 60% =	77/
40% of offenders come from local Jails		= 1290 X 40% =	516
TDOC cost to house an inmate		= \$47.63 per day	
Local jail cost to house an inmate		= \$45.62 per day	
Cost of probation/parole supervision		= \$2.67 per day	
ANNHAL COST AVOIDANCE CALCIII ATIONS			
TDOC Inmata Hausing Cast	= 771 inmotes Y \$17 62 ner dox Y 265		= \$12 \(\lambda 55 \) \(051 \)
Jail Inmate Housing Cost	= 516 inmates X \$45.62 per day X 365		= \$8,592,071
TOTAL			= \$22,048,022
Probation/Parole Supervision Cost	= 1290 offenders X \$2.67 per day X 365 = \$ 1,257,17		= \$ 1,257,170
Total Annual Cost Avoidance (Inmate Housing Costs-Supervision Costs) = \$20,790,8			= \$20,790,852

PROGRESSIVE INTERVENTION PROCESS



PAROLE HEARING



OFFICER DIVISION

PAROLE HEARING OFFICER DIVISION

MISSION STATEMENT

The mission of the Parole Hearing Officer Division is to represent the Board of Probation and Parole by following established law and policy in order to gather information and make recommendations which enhance the Board in their decision making process.

ORGANIZATIONAL STRUCTURE AND FUNCTIONAL RESPONSIBILITY

The organizational structure of the Parole Hearing Officer Division consists of a Central Office component and four (4) Parole Hearing regions. The Parole Hearing Director, assisted by the Parole Hearing Assistant Director, has statewide responsibility for the operation and effectiveness of the Division. Each of the four parole hearing regions is under the direct supervision of a Parole Hearing Regional Supervisor who functions in the dual capacity of supervisor and Hearing Officer. An Administrative Secretary assigned to each region provides administrative support.

Parole Hearing Officers function as an extension of the Board in he parole hearing process. In accordance with Tennessee Code Annotated TCA§ 40-28-105(d) (2), Hearing Officers are appointed by the Chair of the Board of Probation and Parole to conduct parole hearings and make non-binding recommendations for review by Board Members.

Pursuant to statute, parole hearings are conducted in local jails, Department of Correction institutions, and other locations within the state for all eligible offenders who come under the purview of the Board. Courtesy parole hearings are conducted for other states upon request. Parole Hearing Officers conduct hearings in the following categories:

Grant Hearings Final Revocation Hearings

Pre Parole Rescission Hearings Time Setting Hearings

Post Parole Rescission Hearings Appeal Hearings

Preliminary Parole Revocation Hearings

In making at a parole hearing recommendation the Hearing Officer reviews the offender's Board of Probation and Parole hearing file and institutional file, as well as other essential information that may impact the outcome of the hearing. This information may include but is not limited to:

- Recommendations and statements from institutional staff, family members and members of the community in support or opposition
- Testimony of interested parties who are in support or opposition
- Proposed release plan and information provided by the offender
- Offender views on how he or she will be successful on parole supervision
- Social and criminal history
- Prior supervision history in the criminal justice system
- Circumstances of the current offense(s)
- Institutional record and program participation
- Evidence and testimony pertaining to parole revocation
- Other information deemed relevant to the hearing

PAROLE HEARING OFFICER DIVISION

In addition to the information referenced above, Parole Hearing Officers utilize several advisory instruments in the parole hearing process. The risk assessment instrument is used as one means of assessing the risk level of offenders being considered for release. Other advisory instruments used are the Guidelines for Release and Revocation Guidelines. These instruments, although advisory, are critical to maintaining consistency and credibility in the parole hearing recommendation and decision making process.

Board Members review all recommendations made by the Hearing Officers and may adopt, modify, or reject the recommendation. Pursuant to statute three concurring votes by Board Members constitutes a final parole decision for some conviction offenses, while four concurring votes are required for most violent conviction offenses. Two concurring votes are required to revoke parole.

PAROLE HEARING APPEALS

Tennessee Code Annotated 40-28-105 (d)(11) mandates an appeal review process for offenders whose parole has been denied, revoked or rescinded and establishes the criteria for appellate reviews. Responsibility for managing the parole hearing appellate review process is assigned to the Parole Hearing Officer Division. Appellate reviews may be granted for any of the following reasons:

- Significant new information that was not available at the time of the hearing
- Misconduct by the Hearing Official
- Significant procedural error(s) by the Hearing Official

The Parole Hearing Division's central office staff employs a three-tier review process to review appeals. Appeals that meet the above criteria are forwarded to Board Members for review and final instructions specific to the appeal. Appeal requests must be submitted no later than 45 days after the offender receives notification of the Board's final parole decision. If the Board directs that an appeal hearing should be granted, the hearing will be scheduled on the next available docket and the decision from that hearing is final.

During fiscal year 2001-2002, appeals that were reviewed by the Parole Hearing Officers division and forwarded to the Board for further review resulted in 15 appeal hearings that were conducted at the Hearing Officer level.

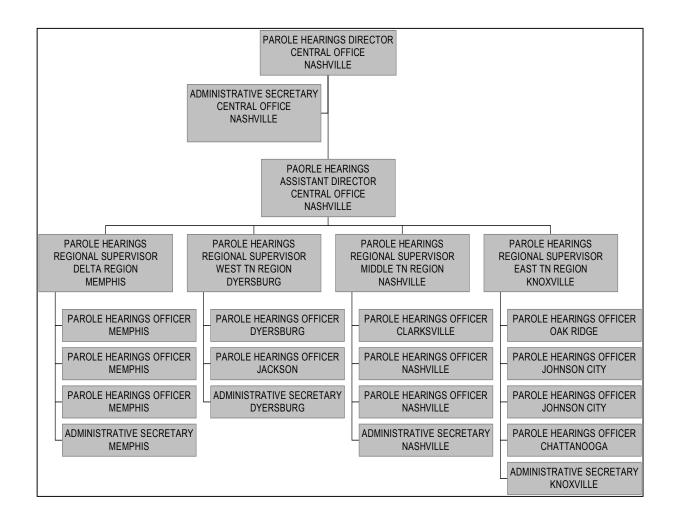
PAROLE HEARING ADVISORY COMMITTEE

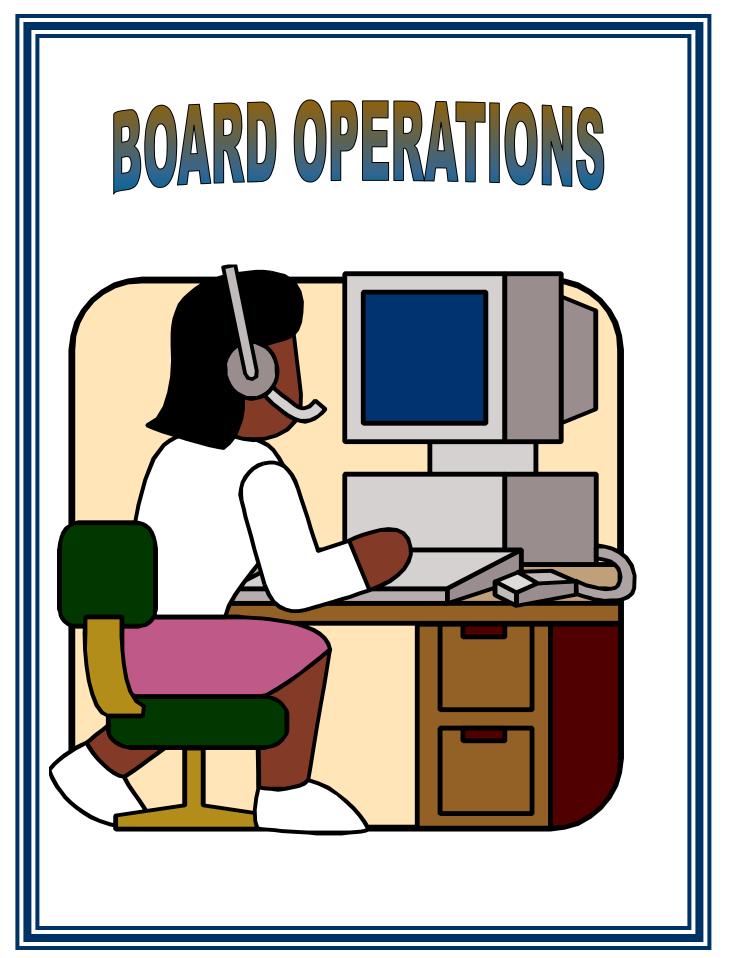
Implemented in fiscal year 1997-1998, the Advisory Committee is comprised of line staff representatives from each of the four Parole Hearing Regions. The committee's strategic objective is to provide recommendations that will enhance and sustained quality, efficiency and safety in the parole hearing process.

During FY 2001-2002, the Advisory Committee played a vital role in the evaluation, revision and development of parole hearing policies. The committee also reviewed all forms used in the parole hearing process to determine current applicability.

PAROLE HEARING OFFICER DIVISION

STAFF COMPOSITION		
POSITION	NUMBER AUTHORIZED	
Parole Hearing Director	1	
Parole Hearing Assistant Director	1	
Parole Hearing Regional Supervisor	4	
Parole Hearing Officer	12	
Administrative Secretary	5	
Total Staff Authorized:	23	





BOARD OPERATIONS

The Division of Board Operations is responsible for scheduling timely parole hearings; providing information and materials needed for the Board to make parole decisions; issuing parole and determinate release certificates; maintaining offender hearing files; providing victim liaison services; requesting psychological evaluations; and processing executive clemency applications.

DOCKET SECTION

Upon certification of parole eligibility by the Tennessee Department of Corrections, the docket section is responsible for preparing parole-hearing dockets for parole hearings held throughout the State at TDOC Institutions and County Jails. Preparation of a parole hearing docket includes; creating and maintaining parole hearing files for each offender being considered, requesting any necessary reports or information needed by the Board in making their decision, and sending hearing notifications to all "interested parties" designated by statute. After the Board makes a parole decision the docket section processes the final disposition of each case and notifies any "interested party" of the final decision. There were 13,300 parole hearings docketed FY 2001–2002. (This number does not include parole revocation cases, which are docketed by the Parole Hearing Division).

CERTIFICATE SECTION

The certificate section prepares and issues parole certificates and probation determinate release certificates. Parole certificates are issued to an offender after he or she has been granted parole and is being released to parole supervision in the community. The parole certificate sets out the offender's rules for supervision and any special conditions imposed by the Board. Each offender must have an approved release plan prior to the certificate being issued. Interested parties are notified, as required by statute, of an offender's release on parole. There were **2,931** parole certificates issued FY 2001 – 2002.

Probation determinate release certificates are issued to offenders with sentences of two years or less who have been certified eligible, according to statutory guidelines, for release to probation by the Tennessee Department of Corrections. The certificate section staff makes notification of the offender's release on probation to the required interested parties. There were <u>3,023</u> probation determinate release certificates issued FY 2001 – 2002.

FILEROOM

The Fileroom Section is responsible for managing, maintaining and tracking the parole hearing files used in the parole hearing process. These files are created and updated as material is received pertaining to each individual offender. Hearing Officials rely on the information contained in the hearing file to aid in their decision making for parole release. Files are also subpoenaed by the Courts, retrieved for use by agency staff and reviewed by offenders and others. The fileroom staff also manages and maintains audio and videotapes of parole hearings. FY 2001–2001 the fileroom section managed and maintained <u>43,911</u> parole hearing files, <u>3,973</u> audio hearing tapes and <u>23</u> videotapes.

EXECUTIVE CLEMENCY SECTION

Executive Clemency power, including commutation, pardon and exoneration can only be exercised by the Governor. The Board, upon request of the Governor, considers and makes non-binding recommendations concerning requests for clemency. These requests must comply with the Governor's Executive Clemency Criteria. The Executive Clemency Section is responsible for processing all applications for commutation, pardon and exoneration in accordance with the Governor's clemency criteria. FY 2001 –2002 staff processed **159** clemency applications.

BOARD OPERATIONS

PSYCHOLOGICAL SECTION

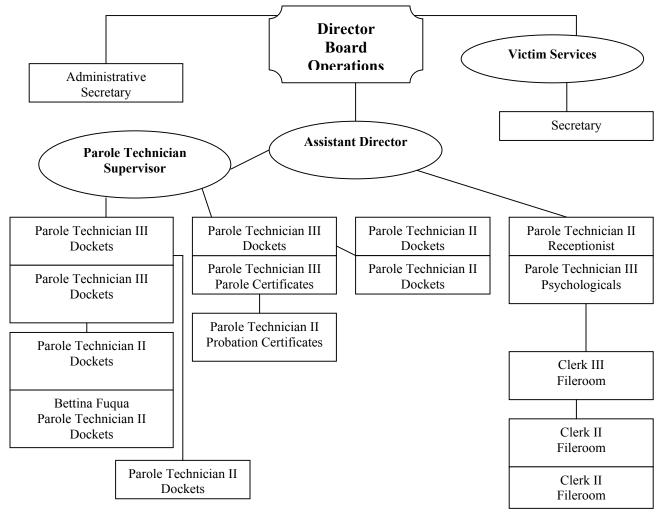
The psychological unit is responsible for requesting, tracking and receiving psychological evaluations of inmates for parole hearings.

OMBUDSMAN

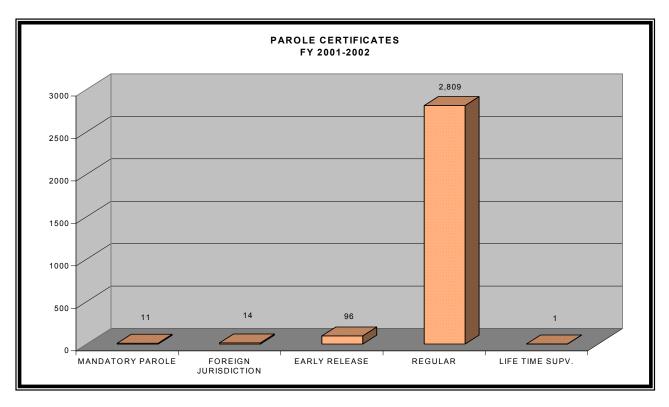
The Ombudsman position is the Board liaison for responding to public inquiries concerning parole hearings. Duties and responsibilities include the review, acknowledgment, and distribution of incoming correspondence, and answering inquiries regarding parole-hearing matters. The position serves as Keeper of the Records for the Board's fileroom, and is responsible for supervision of the fileroom staff.

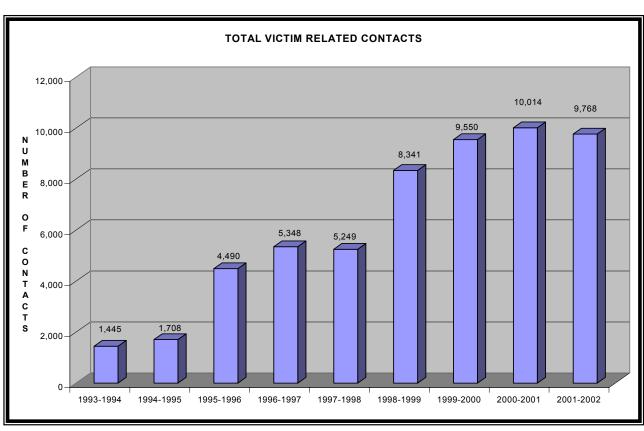
VICTIM SERVICES

The Victim's Services section acts as liaison for the Board with victim's of crime, their family members and any other parties interested in the parole process. A managing Victim Liaison and a support person are located in central office with thirteen (13) Victim Liaison's / Coordinators located in Probation and Parole Offices throughout the State. They assist victim's, their family members and interested parties in understanding and navigating the parole process. During FY 2001 – 2002 Victim Liaison's / Coordinators had <u>9,768</u> contacts from victim's, family members and interested parties.



BOARD OPERATIONS





ADMINISTRATIVE



SERVICES

ADMINISTRATIVE SERVICES

DIVISION OF HUMAN RESOURCES

The Human Resources Division provides a broad base of support services to all employees of the Agency. Job Specifications and employment applications are distributed statewide to BOPP employees for promotional opportunities and applicants seeking employment. The Human Resources staff consists of:

Personnel Director Personnel Manager 1

Two Personnel Analyst 2's Two Personnel Technician 3's

Administrative Secretary Secretary

The staff is committed to providing advice and guidance to employees, supervisors, management and the public on the following services that are administered, monitored and processed by the HR Division:

Sick Leave Bank Family Medical Leave
Workers compensation Performance Evaluation
Employee Suggestion American With Disabilities Act

Employee Assistance Program Grievance Process
Disciplinary Process Personnel Transactions

Payroll Processing Flexible Benefits

Insurance and Benefits Retirement Applications

Garnishments Tax Levies

Bankruptcies Payroll Supplemental

Civil Service Registers Direct Deposit

Data Capture Data Capture Hierarchy

Leave and Attendance

The Equity Report is prepared by the HR staff, which assists in determining available position for the Agency funding. Human Resources also prepares the Verification of Payroll Report as mandated by the budgeting process for the State.

Updated Human Resources manuals ensure conformance of policies, rules and regulations on Department of Personnel Policies and Procedures, Civil Service Laws, Leave and Attendance Rules, Affirmation Action, Performance Evaluation, Finance and Administration Payroll Policies and Procedures, and Insurance Administration Policies and Procedures.

Human Resources prepares and implements an Affirmative Action Plan for the East West, and Middle Divisions within the State to ensure the agency's commitment and compliance with Federal and State laws, orders, and regulations prohibiting unlawful employment discrimination. Affirmative Action Plan statistics acts as a management tool in the commitment to progress in achieving goals set forth in the plan.

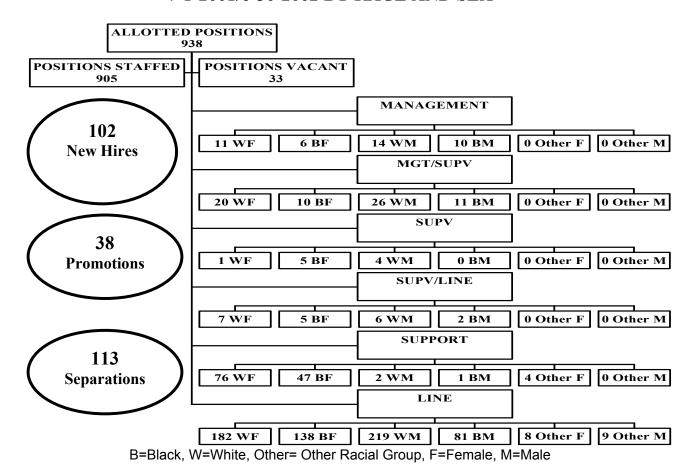
Human Resources provides all offices of BOPP with an up-to-date copy of the Affirmative Action Plan, DOP Policies and Procedures Manual, Leave and Attendance Rules Manual, and Insurance Administration information. Human Resources designed a computer based report to ensure due dates are met on all personnel and payroll matters. The Human Resources staff developed and maintains logs on: new hires, terminations, promotions, grievances, disciplinary, and classification/compensation, Family Medical Leave and a vacancy report.

Employee Relations is a major responsibility of the Human Resources Division, staff is committed to providing assistance, guidance and answers to employees concerns, and resolving problems and issues. The Division of Human Resources has conducted Disciplinary and Performance Evaluation Training to all managers and supervisors statewide.

FY 2002-2003 – the Human Resources Division is working on the following: development of an Employee Handbook and In-Processor Manual, conducting Timekeeper/Civil-Service/Insurance/In-Processor Training to field and central office staff, development of an In-Processor Manual, and Employment Recruitment Flyer for BOPP.

ADMINISTRATIVE SERVICES

POSITION/STAFFING STATISTICS 7-1-2001/6-30-2002 BY RACE AND SEX



FISCAL SERVICES

Fiscal Services' mission is to provide quality services for the Board of Probation and Parole. Our goals are to ensure compliance with governmental accounting standards, and adherence to the rules and regulations set forth by the Comptroller of the Treasury and the Department of Finance and Administration. We assist staff in all areas of fiscal management. These include financial transactions and reporting, purchasing, records management, communications, property management, and inventory control.

Thirteen (13) staff members comprise the four units within Fiscal Services. The units are Accounts Payables, Contract and Revenue; Purchasing and Records Management; Facility and Property Management.

During FY01-02 Fiscal Services processed:

- 1,408 purchase orders for equipment, supplies and professional services;
- 7,000 employee travel claims;
- 324 printing request for forms, envelopes and other documents;
- 160 communications request for services (RFS) for telephone system design, cellular telephones, wiring, additions, relocations, conference equipment, etc.;
- 51.993 fee coupons
- managed \$9,630,000 for thirty (30) Community Corrections Grant Agency contracts.

ADMINISTRATIVE SERVICES

BOARD OF PROBATION AND PAROLE FINANCIAL REPORT – EXPENDITURES FY 2001-2002	
Regular Salaries	\$27,227,668.00
Benefits and Longevity	\$7,729,322.00
TOTAL PERSONAL SERVICES AND BENEFITS	\$34,956,990.00
Travel	\$888,552.00
Printing, Duplicating and Services	\$187,364.00
Utilities & Fuel	\$238.00
Communications	\$240,072.00
Maintenance, Repairs and Service	\$36,191.00
Professional Services/Third Parties	\$8,972,839.00
Supplies and Materials	\$1,074,121.00
Rentals and Insurance	\$3,862,113.00
Motor Vehicle	\$41.00
Awards and Indemnities	\$7,988.00
Training	\$58,857.00
Unclass	\$0.00
Equipment	\$39,360.00
Interdepartmental	\$2,618,187.00
Total Other Expenditures	\$17,985,923.00
TOTAL EXPENDITURES	\$52,942,913.00
FUNDING SOURCES	
State Appropriation	\$52,789,793.00
Current Services	\$145,032.00
Interdepartmental	\$8,088.00
SUPERVISION AND REHABILITATION FUND	
Parole	\$700,760.00
Probation	\$2,636,192.00

TECHNICAL SERVICES



TECHNICAL SERVICES DIVISION

POSITIONS AND STAFFING

- ♦ Director of Technical Services
- Program Reviews, Audits and Standards Manager (serves as Assistant Director)
- Research and Statistics Coordinator
- Policy and Forms Coordinator
- Statistician

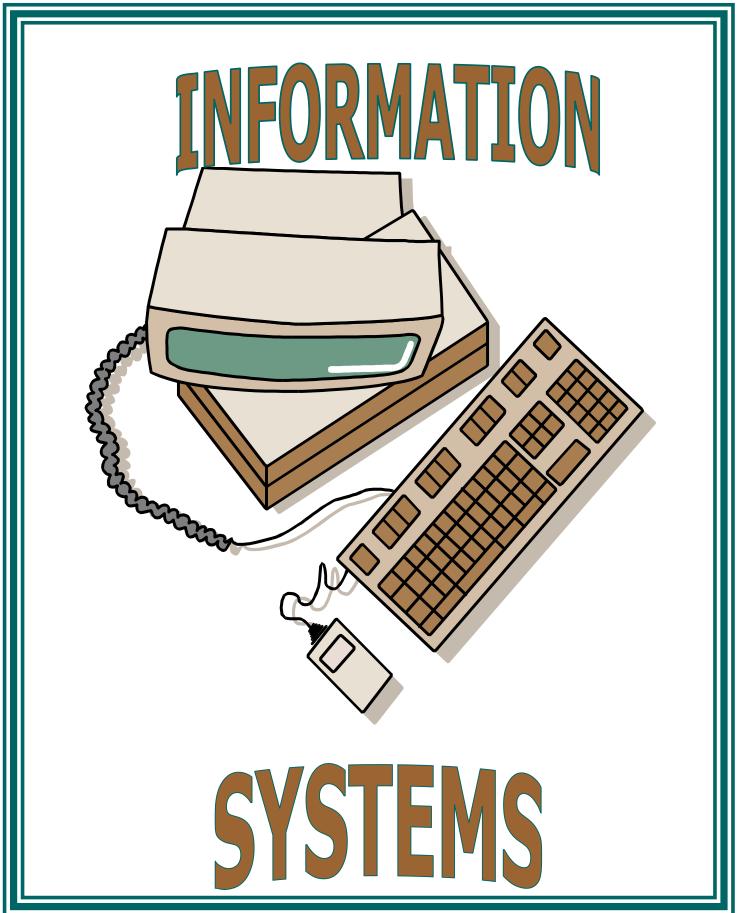
FUNCTIONS AND DUTIES

The Technical Services division is located in Central Office, staffed by five positions and provides specialized support to all agency divisions, helping them analyze data and obtain information needed. Skilled assistance is provided managers and their staffs to:

- develop policy drafts for the Board's consideration, and forms for all divisions
- assess the impact of applicable national standards
- coordinate or plan and complete minor and major surveys, research and statistical reports
- plan and conduct required or needed audits and assessments
- develop and implement program evaluations
- construct and utilize performance measures
- revise, minimize or develop essential reporting, record keeping, forms usage, communication processes, and other management tools, and participate effectively in strategic planning.

Other responsibilities include responding to numerous information requests from the public, the Governor's Office, the General Assembly and many governmental agencies, local, state and federal.

TECHNICAL SERVICES FY 2001-2002 ACTIVITIES	
Administrative policies and procedures revised or developed and approved by the Board	68
Forms designed and approved, complying with state regulations: (essential to combine probation and parole forms and to prepare forms for future electronic availability).	56
Required Annual Review of Office Procedures in Field Services Regional locations	15
Required Annual Review of Office Procedures in divisions or units in Central Office	6
Development of review and audit instruments	3
Written reports of reviews and audit findings	30
Required Community Corrections audits completed	9
Requests from outside BOPP for detailed data and information about the agency and it's work	14
Special reports requested for statistical data	50
Standard statistical reports produced each month	20



INFORMATION SYSTEMS

MISSION

The mission of the Information Systems Division is to provide Systems and Technical Support to Parole Offices throughout the state, while serving as a key resource for senior management and end users alike.

VISION

Provide timely and efficient service to the Agency and create a shared learning information systems environment.

SERVICES

The Information Systems Division currently provides the following services:

- Systems and Application Development
- End User Technical Support
- Coordinated Network Services

INFORMATION TECHNOLOGY ACHIEVMENTS

The major achievements that have been completed during the past year are:

- Implemented a major revision to Tennessee Management Information System (TOMIS). The Case Management System changes to TOMIS reflect a major effort by the Board of Probation and Parole, TDOC Systems Development staff and OIR programming staff. Completion of this project will net an estimated \$900,000 worth of officer time annually.
- Designed and implemented a new Help Desk Application to track and manage end-user calls for assistance.
- Implemented the Board Action Sheet (BAS) application that helps automate the process of generating BAS forms, which are used in the parole hearing process.
- Implemented the Parole Hearing Notification (PHN) application that created a user-friendly application to automate the creating and sending of notifications to interested parties.
- Updated the Determinant Release Certificate system to include the ability to print Parole and Probation Notification letters.
- Created a Class Roster Program for the Training Division. The program will significantly decrease the time and effort required entering and maintaining employee-training records.
- Established an Information System collaborative with Nashville Metro and Clarksville police departments to work on shared technology issues.
- Updated the Agency Web site to adhere to the Governor's Web Publishing Policy.
- Completed the majority of the Field Network Project (AF29C). This project will provide the necessary infrastructure to support the information systems needs of the Agency.
- Completed 70% of BOPP's portion of the State's Private Network Addressing Project.



TRAINING DIVISION

MISSION STATEMENT

Our Mission is to develop and implement a Training Plan for employees of the Board of Probation and Parole at regional level that will insure adherence to policy and give staff the knowledge and techniques to effectively supervise and manage adult offenders considering the cost to taxpayers

VISION STATEMENT

The Training Division for the Board of Probation and Parole will advance public and staff safety by developing and implementing a training program that will:

- Be cost effective for the taxpayers.
- Be accomplished at the regional level.
- Assist in developing procedures to train staff and monitor all such programs and procedures for effectiveness.
- Instruct all employees in the statutory and policy requirements to fulfill the mission of the Board of Probation and Parole.
- Seek the input of line staff as well as supervisors in training issues.
- Aid staff in personal and professional development.

STAFF COMPOSITION		
POSITIONS	NUMBER AUTHORIZED	
Training Director	1	
Training Specialist 2	1	
Training Coordinator	5	
TOTAL STAFF AUTHORIZED	7	

FY 2001/02 STAFF TRAINING STATISTICAL REPORT*		
Total BOPP staff positions approved FY 2001/02	938	
Total staff trained as of June 30, 2002	930	
TOTAL STAFF TRAINED AT THE TENNESSEE CORRECTION ACADEMY		
Pre-Service	66	
Total staff trained in the field/region	930	
TOTAL TRAINING HOURS	37,650.50	

^{*}Sources: BOPP staffing, TN Correction Academy, BOPP Probation & Parole Training History System

The Training Division's organizational structure consists of five Training Coordinators, one Training Specialist 2 and a Training Director. Two Training Coordinators are located in East Tennessee, one in Middle Tennessee, one in West Tennessee and one in Delta. The Training Specialist 2 and the Training Director are located in Central Office.

It is the responsibility of the training division to develop and implement a training plan at a regional level that will insure adherence to policy and give staff knowledge and techniques to effectively perform their assigned job task.

TENNESSEE BOARD OF PROBATION AND PAROLE Authorization Number: 316580 100 copies of this public document was promulgated at a cost of \$1.58 per copy. September 2002



TENNESSEE BOARD OF PAROLES AUTHORIZATION NUMBER 316813, 100 COPIES, SEPTEMBER 2002. THIS PUBLIC DOCUMENT WAS PROMULGATED AT A COST OF \$2.69 PER COPY.